

STUDY OF DSCS FILES

The following study is designed to point up: (1) certain problems which exist in connection with the Depot Stock Control Section files; (2) the effects of those problems on the functions of the Office of Logistics; (3) recommendations toward solutions; and (4) the increased efficiency and prestige which would result upon institution of the recommended program. It should be stated at the outset that the recommendations have been considered carefully and objectively so that personnel and equipment requests are at the minimum required to accomplish the objectives.

I. PROBLEMS

1. A one to two-day backlog of new filings which results in delayed information to users or requestors.
2. An accumulation of cargo voucher files dating from 1954, which, exclusive of 1957 voucher files, occupies a total of 24 five-drawer filing cabinets.
3. Lack of control over files due to accessibility of filing cabinets to any person who enters 1200 Wing, resulting in lost or otherwise unlocatable files and/or documents.
4. Due to shortage of personnel and time, files are neither neat nor orderly. It is often necessary to search through numerous documents, many of which are duplicates, before locating the one needed. Documents are not bound inside folders which increases the possibility of loss.
5. Follow-up and Scheduling Desk personnel are interrupted by routine information requests which could better be replied to by File personnel.
6. Interruption and distraction of File Clerk by "customers" using the file area.

II. OBJECTIVES

1. To keep the day-to-day flow of documents filed up to date and to have the files neat and orderly. To have duplicate documents removed and destroyed.
2. To provide a current audit of folders to determine completeness in order that completed folders may be closed, removed from active files, and placed in temporary storage.
3. To provide a systematic segregation of completed folders and regular turn-in to Records Center in accordance with Records Control Schedule No. 34-56-F.
4. To have the files physically protected from the "public" so that complete control can be exercised.

5. Through current analysis of files, to furnish information to Follow-up Desk on errors or problems which have been discovered so that they may be resolved promptly.

6. To remove some routine, time-consuming functions from Follow-up and Scheduling Desks to permit their personnel to spend more time on the primary responsibilities of coordinating and expediting shipments.

III. DISCUSSION

1. The filing function in any organization generally carries one of the lower priorities. This attitude is unfortunate, since such files constitute the history of operations, as well as precedents for future operations. Business transactions which are not supported by documentation have very little legal prestige. The same importance obtains with regard to the files maintained by Depot Stock Control Section (DSCS). They are, in fact, the supporting documentation for every transaction that takes place in the Agency Stock Accounts. They are, furthermore, the only official files of such nature in CIA. With these thoughts in mind, the deplorable condition of the DSCS files becomes even more alarming. However, any remarks made in this connection are not intended to reflect on the ability of the personnel concerned.

2. It is impossible, except on an overtime basis, or by borrowing personnel from other vital functions, to keep the day-to-day new filings reasonably current. Since the Clerk is under pressure to keep the filings as nearly up to date as possible, he does not have the time to analyze the documents or files. He is unable to detect errors or irregularities as they occur. He is not able to check for duplication of documents, with the result that he is not only increasing his filing workload, but loading the files with unnecessary documentation. Folders should be arranged in such a manner that when a user is looking for a specific document, he can locate it readily without having to search through a tangle of other documents in which he has no primary interest. The resulting orderly finished product will afford the quick reference that is necessary when replying to telephonic inquiries; will assist in the Follow-up function; will eliminate the duplication of documents; will assist greatly in the timely audit and closing of folders; and will increase the efficiency as well as the appearance of the DSCS files.

3. The shortage of time gives rise to another complex problem. There is, at present, an accumulation of voucher files dating from 1954 which should have been audited, closed, and sent to the Records Center many months ago. The present accumulation occupies a total of 24 filing cabinets which, at a unit cost of \$56.70, represent an outlay of \$1360.00 in otherwise surplus equipment, to say nothing of the valuable floor space occupied by that equipment. Some alleviation of this condition has been accomplished through the medium of overtime work, but such time cannot be applied with the necessary frequency or force to make any noticeable headway.

4. In the past, an expedient was used under which other operations of DDCS were halted periodically and all available personnel assigned to the filing functions. Although there was no other alternative, the wisdom of such practice, as a routine, is questionable. Not only does the other work of the Section fall proportionately behind, but the quality of the work accomplished cannot be high. Assignments to such tasks become chores, and, as such, are approached with a negative attitude by the great majority of people. Unless a higher motivation is provided, it is difficult to apply the complete care and interest that are necessary in a filing operation.

5. Another trouble spot arises out of the absence of control over the files, and results in an adverse reflection on DDCS. All cabinets and their contents are easily accessible to upwards of 30 persons. Although efforts are being made continuously to have signed "CUT" cards inserted by the users, compliance is honored as much in breach as in observance. As a consequence, the monthly inspection conducted by Inspection and Inventory Staff results in a number of missing documents and files. The time consumed in searching for the missing documents is time taken away from other duties. Even after exhaustive searches, some documents are never located. It is believed that these losses are the result of withdrawals without "CUT" cards on the one hand, or misfilings which are a consequence of the tremendous flow of paper to the Filing Desk. By enclosing the file area and allowing only authorized personnel to service the files, this condition could be eliminated.

6. There is but one person, a GS-3 File Clerk, who is responsible for the following types of files and documents:

a. Every Credit Voucher (requisition) that passes through the Office of Logistics. These credit vouchers consist of abstracts from, and enclosures to, the basic requisition; the Purchase Order copy of the requisition that is returned by Procurement Division; Back-Order releases; and the Machine Records posting copy.

b. Every Shipping Document affecting requisitions for material going to the foreign or domestic field. There are at least two on every shipment — one made up at the time items are packed at the Depot, and another when the signed document is returned from the field station.

c. Every Debit Voucher (receiving document) that passes through the Office of Logistics. There is one copy for the Debit Voucher folder; one copy for the applicable Credit Voucher folder; and an advance copy, filed in the Credit Voucher folder, for use by the Follow-up Desk. Although the use-life of the advance copy is short, it does constitute a separate filing operation.

4. A copy of every cable, dispatch, Form 49, or Form 486 originated by Transportation Division which contains shipping information or instructions on each shipment.
- e. Copies of dispatches or memoranda originated by DGCS in connection with the voucher.
- f. Letter requests originated by Procurement Division in instances where items are being obtained from military sources.
5. Adjustment vouchers.
- h. Notices of procurement actions diverted to other depots or to "New Sources" by Procurement Division.
7. In addition to the original filing of all of the above documents, the one Clerk is also responsible for locating old files located in the vault (Room 1-67); for refiling folders and documents returned by users; for special searches in connection with the monthly inspection; for operating the ditto machine in the absence of the regular operator; for delivering pouches of field material (books, forms, maps, and pamphlets) to RI/FI/Pouch and Dispatch Section; for numbering and establishing new file folders; and other special duties as they are assigned to him.
8. By contrast, the File Unit of Cargo Branch/Transportation Division is responsible for the following types of documents:
 - a. One white run-off copy of the cargo requisition furnished by DGCS.
 - b. One "packing" document for each final or partial shipment.
 - c. Way-bills, bills-of-lading, and such commercial shipping documents when appropriate.
 - d. Transportation requests to military shippers.
 - e. Occasional correspondence dealing with the cargo.
 - f. A copy of each cable, dispatch, Form 49, or Form 486 containing shipping information or instructions. After this document is filed, the Transportation Division folder is closed.
9. Obviously, the Transportation Division files are maintained only on cargo requisitions which constitute slightly less than 3% of the requisitions entering the Office of Logistics. For example, during the period 1 January through 31 March 1957, a total of 4616 requisitions were received

and logged at the DSCS Registry Desk. Of this number 1539 contained requests for shipment and copies were forwarded to Cargo Branch/TD. Although it would appear at first glance that the workload is roughly only 60% greater in DSCS, this figure is misleading.

a. First of all, DSCS has a greater volume of supporting documents for each requisition (receiving documents, IBM documents, purchase order copies, suspense documents, warehouse refusals, memoranda, etc.) which Transportation Division does not have to file.

b. The file activity is greater in DSCS since there are more users and more purposes for which the files are used. By being divided on an area basis, Cargo Branch requirements for files are more limited. DSCS files, on the other hand, are used on a worldwide basis.

c. Cargo Branch has a use primarily when the cargo is finally packed and space is being booked on a carrier. DSCS files are used by the Stock Editors, Auditors, Follow-up personnel, Section and Branch Chiefs, and inspectors, all of whom use the files for different purposes, so that the refiling activity is increased immeasurably. This activity is over and above that of the File Clerk himself who is performing the current filing operations.

10. Besides the fact that the relative workloads are not in comparison, the contrast becomes even more outstanding when one compares the 7/0's of the two groups. DSCS, as mentioned earlier, has one GS-3 File Clerk who is responsible for all of the file work. Cargo Branch, on the other hand, has a 7/0 of four persons (one GS-6, one GS-5, and two GS-4's) to perform its functions. The result is apparent. Cargo Branch File Unit has no backlog of filing. Its files are neat and orderly, with documents bound in place with slide fasteners. It can maintain a constant check on whether a file is active or inactive and, when it is completed, it is segregated to the inactive files and sent to Records Center after six months. That Unit operates out of 8 filing cabinets for both active and inactive files, while DSCS is operating out of 30.

11. Skilled personnel in sufficient numbers in DSCS could show the same result in its work product. With filing up to date and folders in good condition, many of the routine questions which reach DSCS could be channeled directly to the File Room and remove that function from the Follow-up and Scheduling Desks. The primary function of these Desks is to perform the necessary coordination and to expedite shipments, however, the personnel are constantly interrupted by questions which require a reasonable amount of research and knowledge but not so difficult as to

require the time and efforts of G-9 personnel. Under such an arrangement, it is felt that the scope of the Follow-up Desk could be broadened to include areas of follow-up work which are not possible at present, as well as to make present efforts more effective.

12. It would be possible, also, to operate with less filing equipment than is now necessary. The active files would be maintained in an enclosed area accessible only to filing personnel. As folders are completed, they would be segregated and placed in boxes or shelf-filed in the vault area (Room 1-67) until retired to Records Center. In this same connection, it is believed that the substitution of steel shelving for filing cabinets would permit the storage of a larger volume of material as well as reduce the workload when a shipment of folders is being prepared for Records Center.

13. It is true that more than occasional reference to completed folders may be desirable before retirement, and such folders could be made available very readily, but of more importance is to keep the volume of files at a minimum in the working area. It is estimated that all of the active files (Debit, Credit, and Miscellaneous) could be maintained in approximately eight (8) filing cabinets, provided that the audit and closing program is current. Under the authority of Records Control Schedule No. 34-56-F, folders may be retired to Records Center six months after completion. On that basis, a continuous and systematic clearance program would keep the volume of files in headquarters at a desirable minimum.

14. To perform the auditing and completion process however, the person assigned as supervisor of the group should possess a complete knowledge of the types of documents and their purposes. He should possess an analytical mind which can fit the various bits of information together and arrive at a clear and complete picture of the case. In addition to these qualifications, he should possess the maturity of judgment necessary to direct and perform the operation in a manner consistent with good management. His position is a key one in the vital filing function and should be considered in that light. This is not to dephasize the importance of the secondary positions in the group, but the success of the operation will depend on its leader. Each assignee should be imbued with the realization that his is an extremely important function which requires a high degree of dedication as well as a willingness to work.

15. The supervisor would be responsible for the analysis program; for directing the operation of the group; and assisting with the various functions when necessary. The second person would be responsible for the current filing and would act as assistant to his supervisor. The responsibilities of the third person would consist of servicing "customer" requests, preparing files for transfer to Records Center, and other allied duties which would contribute to the good physical organization of the File Room. Although this discussion considers only three persons in the File Group complement,

it implies complete teamwork and cooperation. It is felt that a high quality of product can be accomplished if all three assignees are performing the file operation on a full-time basis. Since these requirements are a minimum, the proposal should be considered as open to amendment upwards if experience so indicates.

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16. The recent approval of six slots for the [redacted] function, when added to the one slot presently available, provides for manpower and grades which can be effectively utilized in accomplishing the objectives of the program under discussion. Although seven positions for the many [redacted] and filing functions is spreading personnel very thinly, it is felt that considerable progress can be made nevertheless. The GS-7 Property and Supply Assistant should serve as the working supervisor of both the File Group and the [redacted] Typing Group with the primary work assignment being to the detailed analysis of the files, as pointed out above. He would also be responsible for checking the finished [redacted] transmittal dispatches for 25X1A2g accuracy and completeness before forwarding them for authentication and release. A GS-5 Property and Supply Clerk (Typing) would assist the supervisor of the Files and fulfill the responsibilities of the second person described in the preceding paragraph. The GS-3 Clerk would continue in his assignment to the File Group but with reduced responsibilities.

17. By assignment of these three persons to the filing operation 25X1A2g on a full-time basis, the remaining four [redacted] slots can be assigned full-time to the transmittal dispatch function. Duties and responsibilities will then be delineated and will obviate the necessity of part-time assignments to typing and filing which exists at present. It is felt that the effects of such an arrangement will be obvious in a short time and will provide a basis for justification of additional slots in the future when increased work-loads and responsibilities are assumed.

IV. CONCLUSIONS

1. The product of the DSCS files does not meet the standards of a good filing system nor does it provide the service that is expected of a good system. These failures are attributable to the shortage of personnel. It follows logically that the standards, services, and production can be increased when trained personnel are available in sufficient numbers. Although comparisons are sometimes odious, the one drawn between the TD/Cargo Branch and DSCS filing systems does serve to point up areas of imbalance and to afford a basis for study.

2. In order that DSCS can maintain its files in the proper manner and under the controls necessary to provide complete and accurate information when it is needed, the first requirement seems to be an enclosed and secure area which is accessible only to file personnel. Such a control mechanism would require that files and documents be withdrawn by users only after signing on "CUT" card or other appropriate request form.

3. The price of such service and control, however, is additional personnel. One person cannot physically perform all of the operations required nor can he perform the necessary high quality work due to the pressure and interruptions. He does not have the time to apply any careful analysis to the documents that he is filing with the result that a folder becomes a repository for "papers" and not a neat concise history of the transaction. Neither does he have time to systematize his audit and closing function and, as a consequence, additional equipment and space are a continuing necessity.

V. RECOMMENDATIONS

1. That an area sufficiently large to accommodate at least eight filing cabinets and working tables for three persons be set aside in the 1200 Wing and enclosed with steel grating. Access to the area would be through a "watch door", the bottom half of which is to be kept closed at all times and permit the transaction of business without entering the File cage. The area will be completely secured at the close of the business day. When overtime is being worked, a file clerk must be on duty also to service those overtime employees who may have use for the files.

2. Increase the T/C of the File Group from one to three slots. Utilize the recently approved GS-7, Property and Supply Assistant slot to accommodate the supervisor of the File Group and [redacted] Typing Group. Utilize one of the newly approved GS-5, Property and Supply Clerk (Typing) slots for the assistant supervisor and retain the GS-3 Clerk position presently designated as a File Clerk. Responsibilities and duties of these three positions are to be along the lines of the discussion above and the attached organization chart.

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3. Install a telephone extension in the File Room to enable the transfer of routine information requests from the Follow-up and Scheduling Desks, and to permit direct calls from "customers".

4. Install an intercom system for internal Section use.

5. Replace filing cabinets with steel shelving in the vault area so that completed folders will be accessible when needed but will not occupy valuable cabinet and floor space in the working area.

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ATTACHMENT:

Proposed DDCS File Organization Chart.

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OL/SD/SEN/DDCS/[redacted] of [redacted]

OS-7 PROPERTY AND SUPPLY ASSISTANT

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POLY
Supervise File Group.

Analyze files for completeness and accuracy.

Alert Policy-Mgr. Next on problem areas.

Conduct special analysis studies as required.

Determine retirement schedules.

OS-4 PROPERTY ID SUPPLY CLERK (TYPE)

File current documents and conduct pre-audit

through use or check sheets.

Audit with audit and closing function.

Reply to telephone inquiries.

Type and/or file list of folders being retained.

OS-5 PROPERTY ID SUPPLY CLERK (TYPE)

Group leader and assistant supervisor.

Screen and review documents prior to typing.

Check basic requisition to insure accuracy of shipping

documents.

Establish sequence prior to typing and transmission.

Conduct necessary liaison with Depot and Area Divisions.

Type transmittal messages as time permits.

OS-3 COMM SERVICE "CUSTOMER" REQUESTS

Handle documents retention by users.

Conduct special searches.

Transfer inactive folders to vault area and be generally responsible for that area.

Perform special messenger duties.

OS-4 CORRESPONDENCE CLERK (TYPE)

Audit with sterilization of docu-

ments.

Obtain designated numbers from RI/RX.

Type transmission messages.

OS-4 CORRESPONDENCE CLERK (TYPE)

Obtain designated numbers from RI/RX

Type document transmittal messages.